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ABSTRACT

Concepts on adult education development at the international level are discussed as a basis for the formulation of an international draft recommendation on the development of adult education among member States of the United Nations Educational, Scientific, and Cultural Organization (UNESCO). The document is divided into four parts. The first part contains the preliminary report which defines the situation on which the international recommendation and its scope will be based. It includes a discussion of its legal character, historical background, definition of adult education, objectives and strategy, content, and other questions which might be regulated on an international basis. The second section, Annex 1, contains the preliminary draft recommendation and provides information on the following areas related to adult education development: definition, objectives and strategy, structures, content, methods of adult education and research, training and status of persons engaged in adult education work, relation between adult education and youth education, relation between adult education and work, and international cooperation. The third section, Annex 2, consists of a paragraph-by-paragraph commentary on the recommendation. The last section presents the Canadian response to the proposed international instrument on the development of adult education. (EC)

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February 1976
Number 19

ADULT EDUCATION DEVELOPMENT

... towards an international recommendation

WORKING DOCUMENT

① The Draft Recommendation.
② The Canadian Reaction.

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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PREFACE

The Montreal Conference was held in 1960; since that year, Unesco has had the courage and the tenacity to bring forth the adult education subject on the international public scene. The achievement of having the adult education recognized as a fundamental reality of social community development was not always easy. Three years after the Tokyo Conference, Unesco now proposes as a working document an international Draft Recommendation on adult education development. Essentially, the thinking on the subject must be rendered operational. The purpose of this document is the application to reality of the concepts explored during the past years, and especially at the Tokyo Conference.

In the same spirit, the "Occasional Paper", of the Canadian Commission for Unesco is used to make known this document of first importance in reflection or in action to the Canadian people and particularly to those involved in adult education.

First we will find, in the following pages the *Preliminary Report* defining the situation on which will be based the Recommendation and its scope. This analysis points out the highlights of the international Conferences held in Elsinore (1949), Montreal (1960) and Tokyo (1972).

Next comes *Annex I*, which is the Draft Recommendation on adult education development. Although it is given as an annex, this part of the document is the most important since it is the one that will be presented to the General Conference and, if accepted, will become the reference document for the Member States.

Annex II is an explanation of the significance of the Recommendation.

Finally, the last part is a report of the Canadian reaction to the International Recommendation. It was prepared by a group of Canadian experts that met to analyse the Draft Recommendation; these experts identified the gaps and brought up the need for clarification on certain points of the Draft Recommendation. Their conclusions constitute the basis of the group's position on the Recommendation. It is important to notice that the text of the Canadian reaction is not finalized and that it could be completed in the following weeks by other incoming suggestions.

Though not yet accepted, the Recommendation could be worthy of our reflection and stimulate our action. The vote at the General Conference will only ratify the desire of all those wanting to pursue further the work already initiated for the encouragement and development of adult education in Canada and all over the world.

Gilles Besner
Program Officer
Canadian Commission
for Unesco

PRELIMINARY REPORT

PRELIMINARY REPORT

UNITED NATIONS EDUCATIONAL
SCIENTIFIC AND CULTURAL ORGANIZATION

DEVELOPMENT OF ADULT EDUCATION

Preliminary report prepared pursuant to Article 10. 1 of Unesco's Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution.

SUMMARY

Under resolution 1. 221 adopted at its eighteenth session, the General Conference considered it desirable that an international instrument should be drawn up on the development of adult education. It decided that this international instrument should take the form of a recommendation to Member States.

In implementation of Article 10. 1 of the "Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution", the Director-General has prepared the present report concerning the position with regard to the problem to be regulated and the possible scope of the regulating action proposed. A preliminary draft recommendation is annexed.

The report and the preliminary draft are submitted to Member States for their comments and observations. On the basis of the comments and observations received, a final report and a revised draft recommendation will be prepared and submitted to a special committee of government experts which is to meet in June 1976. The draft recommendation approved by the committee will then be submitted to the General Conference at its nineteenth session for adoption.

INTRODUCTION

1. The question of the desirability of adopting an international instrument on the development of adult education was included on the provisional agenda of the eighteenth session of the General Conference, by decision of the Executive Board, in implementation of the provisions of Article 3 of the Rules of Procedure concerning Recommendations to Member States, and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution (hereinafter termed "Rules of Procedure on International Recommendations and Conventions"), adopted by the General Conference at its fifth session and modified at its seventh and seventeenth sessions. The decision taken by the Executive Board at its 94th session (May-June 1974) was as follows:

"The Executive Board,

1. *Having regard* to Article 2 and 3 of the Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution,

2. *Having examined* the report and the preliminary study contained in document 94 EX/12,

3. *Decides* to place the following item on the provisional agenda of the eighteenth session of the General Conference:

'Desirability of adopting an international instrument on the development of adult education'."

(94 EX/Decisions, 4. 2. 2)

2. Under the terms of Article 6 of the above-mentioned Rules of Procedure, it was for the Conference to decide whether the matter in question should be regulated at the international level and, if so, to determine to what extent it could be regulated and whether the method adopted should be an international convention or, alternatively, a recommendation to Member States.

3. At its eighteenth session (October-November 1974) the General Conference, after examining the preliminary study by the Director-General on the desirability of adopting an international instrument on the development of adult education (document 18 C/28), adopted the following resolution:

"The General Conference,

Bearing in mind the Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution,

Having examined the preliminary study by the Director-General on the desirability of adopting an international instrument on the development of adult education (document 18 C/28),

1. *Considers* it desirable that an international instrument should be drawn up on this subject;

2. *Decides* that this instrument should take the form of a recommendation to Member States within the meaning of Article IV, paragraph 4, of the Constitution;

3. *Authorizes* the Director-General to convene, under Article 10, paragraph 4, of the above Rules, a special committee, which will be instructed to prepare a draft recommendation for submission to the General Conference at its nineteenth session."

(Resolution 1.221)

4. In pursuance of this resolution and in accordance with the provisions of Article 10.1 of the Rules of Procedure on International Recommendations and Conventions, the Director-General has prepared the present preliminary report on the position with regard to the problem to be regulated and on the possible scope of the regulating action proposed together with a preliminary draft recommendation which is annexed to it. This report is based to a large extent on the preliminary study submitted to the General Conference at its eighteenth session.

5. Member States are invited to present their comments and observations on this report and on the preliminary draft recommendation contained in Annex I.

6. Under the terms of Article 10.2 of the above-mentioned Rules of Procedure, the preliminary report by the Director-General should reach Member States at least 14 months before the opening of the next session of the General Conference, which is to be held in October 1976, and the comments and observations of Member States should reach the Director-General at least ten months before the opening of the session, i.e. *not later than 15 December 1975*.

7. On the basis of the comments and observations submitted by that date the Director-General will, in implementation of Article 10.3 of the Rules of Procedure on International Recommendations and Conventions, prepare a final report containing a revised draft recommendation which will be communicated to Member States at least seven months before the opening of the nineteenth session of the General Conference and which will, in accordance with resolution 18 C/1.221 adopted by the General Conference, be submitted to a special committee consisting of technical and legal experts appointed by Member States. Under the terms of Article 10.4 of the Rules of Procedure, this committee will meet four months before the opening of the session. In accordance with Article 10.5 of the above-mentioned Rules of Procedure, at least 70 days before the opening of the nineteenth session of the General Conference the Special Committee will submit to Member States, with a view to its discussion at the General Conference, a draft recommendation approved by it.

I. LEGAL CHARACTER OF A RECOMMENDATION AND THE OBLIGATIONS ARISING FROM ITS ADOPTION BY THE GENERAL CONFERENCE

8. In the above-mentioned resolution 1.221 the General Conference considered it "desirable that an international instrument should be drawn up on this subject" and decided that "this instrument should take the form of a recommendation to Member States".

9. Article 1 (b) of the Rules of Procedure on International Recommendations and Conventions specifies that a recommendation is an instrument in which "the General Conference formulates principles and norms for the international regulation of any particular question and invites Member States to take whatever legislative or other steps may be required — in conformity with the constitutional practice of each State and the nature of the question under consideration — to apply the principles and norms aforesaid within their respective territories". States thus remain completely free as regards the choice of the means for giving effect to this instrument, depending on the method which is best suited to their special situation. In addition, the adoption of a recommendation by the General Conference entails the following obligations for Member States:

(a) under Article IV, paragraph 4, of the Constitution, each Member State must submit the recommendation to its competent authorities within a period of one year from the close of the session of the General Conference at which it has been adopted;

(b) under Article VIII of the Constitution, each Member State must submit to the Organization, at such times and in such manner as shall be determined by the General Conference, reports on the action taken upon the recommendation.

10. By way of addition to the latter provision the General Conference adopted Article 16 of the Rules of Procedure on International Recommendations and Conventions. This article stipulates that: "(1) Member States shall submit to the General Conference special reports on the action they have taken to give effect to conventions or recommendations adopted by the General Conference. (2) Initial reports relating to any convention or recommendation adopted shall be transmitted not less than two months prior to the first ordinary session of the General Conference following that at which such recommendation or convention was adopted. (3) The General Conference may further request Member States to submit, by prescribed dates, additional reports giving such further information as may be necessary."

11. The Rules of Procedure also lay down, in Articles 17, 18 and 19 respectively, that "the General Conference shall consider the special reports submitted by Member States in connexion with the convention or recommendation in question" and that it "shall embody its comments on the action taken by Member States in pursuance of a convention or

recommendation in one or more general reports, which the Conference shall prepare at such times as it may deem appropriate", and that these reports "shall be transmitted to Member States, to the United Nations, to National Commissions, and to any other authorities specified by the General Conference".

12. The purpose of the obligation laid on Member States by Article IV, paragraph 4, of the Constitution, of submitting the recommendation to their competent authorities, is to ensure that it is effectively implemented by appropriate measures within their territory. In addition, thanks to the reports forwarded to it by virtue of Article VIII of the Constitution and of the provisions quoted above, the General Conference is in a position to assess the extent to which the recommendation has been implemented and applied in practice, and in particular the methods used for the purpose, the practical difficulties encountered, the results achieved, etc. From the information thus obtained the General Conference can derive valuable pointers as to where its future activities in a given field should be directed.

II. PURPOSE AND POSSIBLE SCOPE OF THE STANDARD-SETTING ACTION ENVISAGED

13. Resolution 1.221 on the drawing up of an international recommendation on the development of adult education, adopted by the General Conference at its eighteenth session, is the culmination of work which Unesco has been carrying on in this field ever since it was established.

14. The first necessity is to describe the nature of this work in order to determine the concept of adult education that emerges from it.

A. HISTORICAL BACKGROUND

15. The founding States of Unesco declared in the Constitution "that the wide diffusion of culture and the education of humanity for justice and liberty and peace are indispensable to the dignity of man and constitute a sacred duty which all the nations must fulfil in a spirit of mutual assistance and concern". This means that adult education has been one of Unesco's responsibilities from the beginning.

16. Three international conferences on adult education have been landmarks in the evolution of ideas concerning its aims and application.

The Elsinore Conference (1949)

17. The war and its aftermath were still uppermost in all minds. More than half the 25 countries participating were Western European countries. The Conference expressed the idea that adult education should cease to be "a marginal enterprise serving the personal interests of relatively few people" and that, for reconstruction purposes, the peoples of many countries were in need of compensatory education; during the discussion the need for social justice and international understanding was deeply felt; the ideas of technical or vocational training and of literacy programmes were little voiced during the Conference, but adult education was said to have the task of "satisfying the needs and aspirations of adults in all their diversity".

18. As a result of the Conference international co-operation increased to an extent hitherto unknown; a great many regional meetings and experimental programmes were organized, in particular basic education programmes. Voluntary organizations grasped the importance of their rôle and developed their activities at international level.

The Montreal Conference (1960)

19. A far greater number of countries — 51 in all — were represented at this Conference, and 46 international organizations sent observers. The theme was: "Adult education in a changing world". It had become obvious that life henceforth imply adapting unceasingly to a rapidly developing physical and social context; it was now clear that gaining mastery of this development was an essential component of any nation's policy for coping with the pressures of change and improving the quality of life. To quote the final report: "Nothing less will suffice than that people everywhere should come to accept adult education as a normal, and that governments should treat it as a necessary, part of the educational provision of every country".

20. Proposals for constructive strategies include: assistance to be supplied by wealthy countries to poorer countries, priority for literacy training, women to have access to all types of education, preparation for civic participation, recognition of the importance of the activities of voluntary organizations, systematic training of teachers at all levels in adult education practices, progressive definition of the function of a professional adult educator, and extending the functions of schools and universities to include adult education. Above all, it becomes clear that adult education should be considered as an integral part of the educational system as a whole.

Developments since Montreal[1]

21. The trend is towards recognizing that the main purpose of adult education is to help to make changes understandable, control them and, if possible, influence the direction they take.

22. Hundreds of millions of people have shaken off the yoke of colonialism and have gained indepence; they have found themselves faced with the problems, growing daily more acute and urgent, of literacy training, rural development, and the training of all kinds of staff. It was inevitable that their initial tendency should be to reproduce the educational models inherited from the colonial era; however, activities in which the importance of the functional aspect of adult education was recognized were increasingly undertaken, and in 1965 a vigorous impetus was given to such activities at the World Con-

[1] See "A Retrospective International Survey of Adult Education", reference document of the Third International Conference on Adult Education, Tokyo 1972 (UNESCO/CONFEDAD/4).

gress of Ministers of Education on the Eradication of Illiteracy, held at Teheran.

23. Although functional literacy has been criticized for attempting to subordinate the adult to the machinery of the economy and the processes of production and paying insufficient attention to participation and to social and cultural involvement, there is a growing tendency to give literacy training in particular and adult education in general a slant so that they meet the needs of economic development, at the same time encouraging social progress, participation in community life and also the transformation of society and the development of culture.

24. The existence of a close connexion between social and economic advancement and the standard of education is no longer questioned in either industrialized or developing countries; it emerges clearly that more intense participation in the flow of knowledge, and a more systematic effort to combine theory and practice, can help solve the problems raised by rapid changes in production methods, unemployment and the migration of labour; thus in-service training courses have been organized and evening classes and correspondence courses developed while more and more countries have made legal provision for workers to be credited with time off during working hours for training purposes. Adult education is thus gradually becoming a reality.

25. At the same time, the appearance and development of the concept of life-long education, by including adult education among the aims of national development plans, raises the question how it is to be dovetailed in with formal education. From this point of view, adult education is no longer seen merely as a substitute for formal education but as an intrinsic part of any education system, addressed, in its various forms, to the whole population; this means that the initial phase of education has a duty to provide a training for the subsequent acquisition of knowledge, know-how and forms of behaviour and must be designated with this in mind. Universities are setting up departments specializing both in adult education work and the training of the necessary personnel, and in research into this subject. Workers' education organizations, trade unions, youth movements and women's movements, variously and independently, are becoming increasingly active not only at national level but also at international level. The audio-visual media, the press, television and especially radio, are becoming vehicles of culture and education. International exchanges of ideas and experience are being organized.

26. However there is no denying the fact that, by the eve of the Tokyo Conference, despite wide-spread government action, the support forthcoming was still meagre and subject to budgetary fluctuations — in a word, maginal. With a very few exceptions — some of the best-known occuring in the developing countries — the efforts made continued, on the whole, to be addressed to an élite which was already favoured by the educational system; and there were very few countries in which a structured, coherent, interdepartmental policy for the promotion of adult education has been introduced.

The Tokyo Conference (1972)

27. This Conference was attended by 82 Member States, three non-Member States, five inter-governmental organizations and 37 international non-governmental organizations.

28. From the discussions which took place at the Tokyo Conference it emerged that adult education might be regarded as:

(a) an instrument for promoting awareness, an instrument for socialization and sweeping social change (it aims to create a society conscious of the values of a sense of community, and mobilizes energies; self-education and educating others is the duty, as it is within the power, of all);

(b) an instrument whereby the whole man (including man at work and man at play, man in his civic and family rôles) can achieve fulfilment, by helping to develop his physical, moral and intellectual qualities;

(c) an instrument for preparing the individual for productive activity and for participation in management;

(d) an instrument with which to combat economic and cultural alienation and prepare the way for the emergence of a liberating, genuine national culture.

29. The Tokyo Conference, which had before it the conclusions of the Intergovernmental Conferences on Cultural Policies (Venice 1970 and Helsinki 1972), also expressed the view that as an essential component of both life-long education and cultural development, adult education helped to bind them together as the two inseparable facets of one and the same process.

30. Lastly, the Tokyo Conference considered that the elaboration and adoption of an international instrument bearing on the quantitative and qualitative development of adult education was an important objective for the 1970s.

B. DEFINING ADULT EDUCATION

31. From the conclusions of the three conferences held in Elsinore, Montreal and Tokyo, and from trends in educational practice over the period 1945-1970, a certain conception of adult education emerges. Is it possible to put this into words?

32. Let us note some recent definitions:

(a) C. D. Legge writes:[2] "We interpret adult education to mean simply the education of adults, i.e. all the educational experiences of an adult and all the educational influences which bear on him. Our definition therefore includes formal classes in any subject, informal adult educational work in clubs and associations and the direct or indirect effects of the mass media; it includes liberal adult education, technical education, craft education, etc. in the more developed countries and community development, literacy and health education, etc. in the less developed areas".

The author attaches prime importance to the content of adult education and the bodies involved in it, emphasizing the diversified and many-sided character of both.

(b) A. A. Liveright and N. Haygood[3] write: "Adult education is a process whereby persons who no longer attend school on a regular and full-time basis (unless full-time programmes are especially designed for adults) undertake sequential and organized activities with the conscious intention of bringing about changes in information, knowledge, understanding or skills, appreciation and attitudes; or for the purpose of identifying and solving

[2] Training Adult Educators and the Diploma in Adult Education, University of Manchester, in "Notes and Studies", E. B. A. E., No. 21, November 1962.
[3] In The Exeter Papers, Boston, 1969, p. 8.

personal or community problems. Defined in this way, adult education would include: literacy and fundamental education; vocational or job training; education about health, consumer, and family problems as well as education about physical and personal development; literature, art, drama, and other cultural programmes; community development, social education, and community organization; political and civic education; religious or economic education; and a vast variety of other educational programmes designed primarily for adults".

This definition, while allowing to a certain extent for the motives of the adult engaged in an educational programme, lays primary stress, like the preceding one, on content.

(c) J. Dumazedier writes:[4] "Sociologically, adult education may be defined as action for the cultural development of society or its component groups, consciously directed towards the development of the economy, of society and of the human personality, by means of a system of continuous or recurrent learning which brings the culture of a member of society into contact with those kinds of culture and cultural levels which are most capable of encouraging such development".

This definition, wider in scope than the previous ones, refers to both the objectives and the strategy of adult education; it seeks to convey the intensity of the interactions between individuals and the community which should be generated by adult education. Here, it seems, we do indeed have the key elements of a definition, even if they need to be supplemented by a more in-depth analysis of structures, content and methods.

33. With regard to those receiving education, it will be noted that none of the three definitions quoted above explains what is meant by "adult". Yet this may well convey different meanings. If, as no one denies, adulthood is not merely a question of age, what other criterion can be used? The age at which the individual becomes independent? or when he shoulders his responsibilities? The least arbitrary criterion of all still appears to be that of recognition as an adult by the society to which the individual belongs, since it respects the principle of free self-determination on the part of the society in question and at the same time affords a certain degree of flexibility in application. A further advantage of this definition is that it does not run counter to the teachings of modern thought, which now refuses to correlate "adult" with "maturity" or "full development".

C. OBJECTIVES AND STRATEGY

34. The objectives it appears desirable and possible to ascribe to adult education do not differ radically from those which, in our view, any educational undertaking worthy of the name should have in mind.

35. Thus the objectives ascribed by Condorcet to the education of children and adolescents might equally well be ascribed to adult education: "To provide all members of the human race with the means of meeting their own needs, seeing to their own well-being, knowing and exercising their rights, and understanding and doing their duty; to afford each one the opportunity of improving his skills, fitting himself for the social tasks he may be called upon to perform, and developing all his natural talents; and thereby to establish practical equality among citizens and to make the political equality recognized by law a reality: this must be the primary aim of a national education system; and, as such, it is but right that the public authorities should provide it".[5]

36. However, since it is addressed to adults at grips with the major problems of the world in which they live, adult education should be conceived more than any other educational undertaking, as a contribution to understanding and solving these problems.

37. The first problem is that our destiny is taking on world proportions. In the words of Aimé Césaire, we are "open to every wind that blows". But it would be wrong to suppose that the boom in transport and communications has of itself sufficed to abolish distance. Furthermore, the increasingly international character of the aspirations and values of certain groups and communities does not prevent, as the inevitable result of the current system of international relations, the widening of the economic and cultural gap which separates the poor from the rich countries. An understanding and acceptance of the diversity of customs and cultures must become accessible to the greatest possible number, and lead as far as possible to common action on behalf of the least priviliged.

38. The speed and direction of the changes which occur are causing various kinds of imbalance, firstly, in the relations between human beings and the natural world, and secondly, among human beings themselves.

39. In many societies the problem of the community's control over technology has for long been neglected, and the result is the proliferation of harmful effects. Pollution and noise are a serious threat to man's physical and mental health, and to the quality of the environment. Man must no longer turn a blind eye to the problem, he must curb the damage done to nature and rediscover air, water, forests and silence.

40. In some technically advanced societies the individual tends to resign himself to the ephemeral: in the "lonely crowd" he has no more than fragmentary relationships, he never comes face to face with others in the fullness of their nature, their character, their existence. This gives rise to a series of ills — anxiety, despair, divorce, suicide, indiscriminate consumption, the feeling that an ecological catastrophe is imminent; the taking of dangerous drugs; lack of communication between individuals, between parents and children. These ills reveal the need to uphold the "quality of life", and first and foremost to combat all forms of segregation and isolation.

41. The influence of the mass media has increased considerably over the past few years; as a result, listeners and viewers are faced with problems of choice, criticism and resistance to passivity. The mass media have not solved the language problem; some programmes use an élitist language which passes over the heads of large numbers of people; often the listener retains only that which has been deliberately highlighted, and this may cause mental conditioning. In addition, the mass media are now able to encompass most human problems and contemporary values, but they are frequently

[4] Dumazedier, J.: Sociologie empirique du loisir — Critique et contre-critique de la civilisation du loisir, Sociology series, Editions du Seuil, Paris 1974, p. 215.
[5] Condorcet, A. C.: Report and draft decree on the General Organization of Public Education, submitted to the National Assembly, on behalf of the Committee of Public Education, on 20 and 21 April 1972.

governed by the law of the market, and are then forced to look for the lowest common denominator. This is not an irremediable situation. The mass media are sometimes used to good effect, and steps should be taken to encourage such use and make it more prevalent.

42. Adult education is frequently referred to in relation to the use of leisure. The problem of leisure arises in both industrialized and developing countries. E. D. Zinsou writes in this connexion: "We really have too much leisure. This state of affairs is the result neither of laziness nor of negligence, but is the logical and inevitable outcome of our socio-economic situation. This is one more reason for putting it to the best possible use".

43. In the industrialized countries, leisure time has increased, and so has the need for it. The need for leisure is expressed by some as a need to escape from "active" live, and by others as a need to find opportunities of freer self-expression outside the confines of one's work and one's various obligations. However, the concentration of leisure time (in week-ends, paid holidays, etc.) causes overcrowding in leisure-time resorts. Many forms of leisure cause or encourage the individual to be passive, and the systematic commercial exploitation of leisure often runs counter to the aims of education.

44. There is another category of individuals who have a great deal of leisure time, namely the elderly. For this category, whose needs and aspirations to a full and dignified life are still a long way from being met, preparation for, and educational activity during, retirement are an evident necessity.

45. The aims should be to give leisure time its true dimension, as a particularly favourable period for doing what one really wants, giving free rein to creative intuition and expressing other forms of community feeling than those which take root in a working environment.

46. There are, however, two features of the world today which confer functions of outstanding importance on adult education: in the first place, the explosion of knowledge, the rapid development of science and the increasing pace at which both techniques and values are being transformed make it a standing necessity for each individual not only to keep his knowledge up to date but to perceive it as being provisional, and to look on the world which surrounds him as a changing one; in the second place, at the same time as the universe of his existence is increasingly interdependent, world-wide and global in scale, the individual is more and more rent and fragmented by the scattered nature of his responsibilities and various tasks, their inherent contradictions, the loneliness which encompasses him due to the compartmentation of groups, the frittering away of his time and his inability to see events as a whole. The task of adult education is to help him offset and transcend these limitations, and find himself as a fully integrated personality.

47. In the light of these few examples it is obvious that if adult education is to become an instrument for solving the problems of the community, society as a whole must agree to embark on the process of education. Here we have a second essential component of any strategy for adult education, alongside the principle that the recipients must be involved in determining the objectives and content of the educational activities in which they are called on to participate.

48. One may however ask whether only one single strategy exists, or whether there is room for variants. Naturally one cannot ignore the level and type of development, or the features specific to the various groups of which societies are made up, any more than one can ignore the importance and efficiency of the education systems.

49. The nature and intensity of the problems whose understanding and solution adult education must endeavour to facilitate differ profoundly as between countries which are highly developed industrially, societies on the threshold of industrialization and those with a traditional rural economy. In addition, even industrial societies differ in their features, and in most cases there exist side by side production techniques ranging from traditional rural production to electronics, and including craftwork and assembly-line production. Each situation has its own needs and order of priorities, on which adult education should try to model itself as closely as possible.

50. As regards education systems, three major types of situation are to be found:

an education system exists which is considered to be stable and satisfactory, there is a high enrolment rate and a good balance between the number, quality and variety of qualified persons, on the one hand, and the requirements of the economy and the needs of society in general, on the other. In this case, adult education will be mainly concerned with meeting the needs arising from the gathering momentum of scientific and technical development, from economic, social and cultural changes and from the increased demand for education for purposes of individual enrichment;

an education system exists whose nature, structures, curricula, methods and quantitative and qualitative efficiency are found wanting by many people and seem to call for radical rethinking. In such a case, besides the above-mentioned functions, adult education has the immediate task of correcting the imperfections of formal education; it constitutes a factor in the democratization of access to education and culture, and an instrument for economic and social adjustment;

the education system is underdeveloped, but is faced with an urgent need for education, which is unlikely to be met except in the relatively distant future, on account of the heavy burden already laid by educational expenditure on the national budget. In such circumstances, adult education is seen as an activity which is immediately profitable, since it is aimed primarily at the occupationally active sectors of the population, and can thus respond directly to the practical needs of economic, social and cultural development. In addition, by reaching parents, it serves at the same time to educate children, which is not the least of its merits whatever the kind of society concerned.

51. Bearing in mind the foregoing, it is clear that we have not one, but different, strategies for adult education.

52. In this connexion, there would be no point in opposing a strategy giving pre-eminence to economic considerations to a strategy geared to cultural considerations. It is clear that, whatever the context in which adult education is called on to develop, it should have as its primary aim that of calling forth, in the adult, independent aspirations, attitudes and forms of behaviour, so enabling him to understand and assimilate change and participate in the development and transformation of society. It is also clear that any such aim is incompatible with educational structures which are cut off from life, and programmes which are highly specialized in content. Yet what is even more important than the identity of those who take action is their ability to establish communication with the environment, and what counts even more than the nature of education programmes is the approach on which they are based.

D. STRUCTURES

53. Adult education must be provided with structures that are flexible and decentralized, but co-ordinated and fully integrated into the education system as a whole.

54. For this purpose, recourse should be had, on as wide a basis as possible, to all bodies and institutions capable of contributing to adult education work: in particular, schools and universities, workers' education movements, trade union organizations, co-operative, women's, religious, cultural and sports organizations, youth organizations and those responsible for the popularization of science, the mass media, libraries and museums, enterprises and all individuals having qualifications in this field or capable of acquiring them.

55. The contribution by these various agents may take the form of the organization and implementation of programmes; or it may be limited to the provision of educators or organizers, equipment, advice on methods or even accommodation and facilities.

56. The more numerous and varied the agents, the more pressing will be the need to set up co-ordinating machinery at different levels bringing together the representatives of the public authorities and of the bodies and institutions concerned with adult education. It might be the function of such machinery to ensure concerted action and the necessary co-ordination at the planning and operational stages, and to generate new activities, in particular any which seem to be necessary for the long-term development of education programmes.

57. The fact is that adult education policy cannot be limited to the mobilization of existing educational resources or to the establishment, in the light of the needs felt to be the most urgent, of new institutions with direct responsibility for meeting these needs.

58. The long-term development of adult education presupposes a certain amount of preliminary investment. In particular, in-depth studies must be carried out on the educational, sociological, economic and financial problems with which the various agents are faced. There is a need to train administrators, educators and those who train educators, and to develop the production of educational materials. Work will also have to be carried out on the planning and evaluation of the activities undertaken. In addition, documentation will have to be compiled and statistical data collected, while educational information and guidance services will have to be established for adults as well as data exchange networks for the educators and bodies concerned.

59. Adult education activities conducted by non-governmental bodies, in particular by voluntary associations and groups, should be encouraged and should be entitled to systematic support from the State. With a view to clarifying the respective obligations of all those taking part, such support might take the form of technical and/or financial assistance, and be accorded under the terms of an agreement or contract. It is however essential that bodies in receipt of State support should maintain the autonomy they need to succeed in their educational task. Whatever happens, their freedom of thought should not be questioned.

60. In most countries schools can make a considerable contribution to the expansion of adult education. However, schools must first become aware of the practical problems of the community and be willing to play their part in solving them, direct and regular contacts must be established with the different sectors of the adult population, and teachers must be prepared to cope with the special circumstances surrounding such work.

61. The effort required from the mass media, if they are to play the rôle they should in contributing to adult education, is basically much the same. They should enter into contact with their public, solicit its participation and stop acting merely as "emitters", in order that a two-way flow may be established between them and those who receive their programmes.

62. If this result is to be achieved, it will probably be necessary to set up appropriate co-ordinating machinery bringing together those responsible for the mass media, in particular radio and television, and those responsible for adult education.

63. Lastly, there is no doubt that cable television networks, by allowing communities which so desire to broadcast for themselves, thereby forging new links between their members, constitute another suitable medium, the use of which deserves to be developed.

E. CONTENT

64. The content of adult education should derive directly from the ends sought. Like them, it should be varied. There appears to be no field which is *a priori* beyond the scope of adult education. However, the main thrust of the effort should undoubtedly be in areas where the needs arising from change weigh most heavily, and it should be a paramount concern to avoid too narrow an opproach; change calls for a speedy response, but the questions it raises are inevitably recurrent, and one must go beyond surface appearances.

65. General education should aim not so much at amassing knowledge which claims to be encyclopaedic as at enhancing knowledge which can be used as a tool; it should confer readier and more precise mastery of the various methods, instruments and languages which make possible the development of the critical spirit, as well as of the ability to analyse and form an overall view.

66. In vocational training, the aim should be to exclude a limited approach geared to a particular situation. On the contrary, the end in view should be polyvalence and an awareness of the problems relating to the economic and social environment of work.

67. Training in social, economic and political matters should prepare citizens for democratic participation in the management of a society's affairs at all levels, and enable them to resist indoctrination and propaganda. To the extent that the mass media increasingly take over responsibility for information, adult education leaders should aim primarily at promoting a selective and critical approach to information, and the ability to correct it where necessary.

68. In training, with a view to cultural development, the aim should not be merely to propagate a pattern provided by certain categories of society, but to foster forms of expression which are appropriate to each individual and each group, arising from their experience of life and their own particular values.

69. Generally speaking, priority should be given to recovering and restructuring the resources and means which underprivileged groups or those on the fringe of society can use to fulfil and express themselves.

70. For example, although large numbers of people each year leave to swell the ranks of the urban population, the great majority of the inhabitants of developing countries still live in small villages or on isolated farms; some continue to lead a nomadic life; most rural areas are growing constantly poorer, and their social and cultural structures are breaking down. These areas must be helped to recover equipoise, by protecting them from the shock of being plunged headlong into the modern world, while enabling them to benefit from the fruits of technical progress and social advancement, so as to make them once again masters of their destiny.

71. New categories of underprivileged, such as socially maladjusted persons, immigrants and the unemployed, have been gradually added to the already existing categories of the illiterates and the physically and mentally handicapped. For all these groups, activities should be introduced which are suited to their needs.

F. METHODS

72. Whatever the content, the final objective of adult education, viz. the adult's assumption of responsibility for the problems facing him, with the support of the society in which he lives, should directly inspire the methods employed.

73. The end sought should exclude any type of training in which principles, content or methods are dictated from above.

74. The end sought should also exclude any routine method, any method which places adults undergoing training in a dependent situation, or any method which introduces a divorce between them and their environment or everyday life.

75. It must be recognized that each and every adult undergoing training is possessed of a sum total of personal experiences particular to himself, and stands at the centre of a network of interrelationships which make his situation unique.

76. The essence of the problem of adult education is to render these experiences and this situation educational. This is only possible if the adult is given the means to turn them to account, both as an individual and as a member of a community.

77. It is therefore desirable not to focus solely on the implementation stage, at the expense of the other equally fundamental stages which should enter into any adult education programme, in particular the definition of objectives and the evaluation of the training given.

78. The individual characteristics of each adult undergoing training include the nature and importance of the constraints to which he is subject. An effort should accordingly be made to find and adopt the best means of co-ordinating education with the lives of individuals, taking account of the way in which they divide up their time between leisure and work. The aim should be to adapt education time-tables to individual needs, rather than to adapt individuals to these time-tables.

79. Lastly, special attention should be paid to the teaching aids employed, as also to the technical facilities, used for adult education activities.

80. As far as possible, adults should be associated with the choice, and in some cases the development, of the educational materials to be used during the activities in which they take part.

81. As regards facilities, wherever possible, use should be made of existing infrastructures for education, science, culture, sport, social and leisure activities. The use of the same facilities for different purposes means that the activities involved no longer take place in isolation, that the barriers between different aspects of life are removed, and this helps to combat the segregation of groups by age or social background. However, adult education is at home in the most everyday places, and frequently workshops, fields or public thoroughfares provide as satisfactory a setting as a classroom or cultural centre.

G. OTHER QUESTIONS WHICH MIGHT BE REGULATED ON AN INTERNATIONAL BASIS

82. In addition to the objectives, structures, content and methods which go towards defining adult education, other relevant questions could well be the subject of an international instrument.

83. These include for instance:

the relationship between adult education and education for young people;

the relationship between adult education and work;

the training and status of adult education workers;

international co-operation.

84. As regards the relationship between adult education and education for young people, two complementary phenomena should be highlighted: on the one hand, the extent to which the possession of a certain amount of preliminary education influences opportunities of access to, and fruitful participation in, adult education, and on the other hand, the lessons which might be drawn from adult education with respect to early education. Such lessons are a strong argument for reconsidering and readapting the structures and methods of education for young people.

85. It is not for an instrument on adult education to dwell at length on this question, but it should at least indicate the direction to be followed.

86. As regards the relationship between adult education and work, this is admittedly only one special aspect of the problems raised by the development of adult education. It is however an aspect which lends itself to regulation, and one on which a considerable amount of thinking has been done in a number of countries and also in international organizations. For example, the ILO adopted in 1974 an international convention and recommendation on paid educational leave. The major guiding principles in regard to the policy to be adopted in this field should therefore be formulated.

87. As regards staff, it should be stressed that there are certain necessary qualifications for adult education workers, and that these must be acquired. The staffing problem should therefore be posed in terms of the mobilization of resources,

the preparation of adult education workers for the responsibilities they will have to assume, and the fitting in of these responsibilities with other activities, occupational or otherwise.

88. The problems of adult education are, however, sufficiently complex to justify the gradual building-up of a body of specialists capable of contributing both to the training of educators and to in-depth studies. Lastly, adult education needs not only educators and organizers but also planners, administrators, psychologists, etc.

89. As regards international co-operation, its usefulness in the field of adult education no longer stands in need of proof. It should therefore be strengthened by such means as encouraging consultation on specific problems of common interest, making available foreign expert assistance to countries which so desire in order to mobilize their human and material resources for adult education purposes, launching multinational studies and research projects, setting up or developing the activities of centres or units which could take their place in an international system for documentation and for the collection and processing of comparable data, and giving support to the activities of regional or international associations which deal with adult education.

90. There is however a field in which special action should be taken: the cost of facilities and educational materials, in particular audio-visual techniques and programmes, is a serious obstacle in the way of their dissemination. The international community should therefore make a united effort to find rational solutions to this problem, and to do away with the restrictive regulations which have given rise to this situation.

91. Lastly, we should call attention to the fact that it is as much an act of justice as of wisdom to continue to give effective support, either by bilateral action or through international bodies, to the adult education activities of developing countries, particularly those with the highest proportion of illiterate adults. It is important, however, to guard against the possibility that foreign aid might take the form of a straightforward transfer of the structures, curricula, methods and techniques used by those providing assistance; on the contrary, it should consist in encouraging and stimulating endogenous development in the countries concerned, by creating appropriate institutions and well-planned structures which are suited to the special circumstances of these countries, as well as by training specialized staff.

92. Many other more specific aspects of adult education might be the subject of standard-setting action, or such action might be brought to bear in greater detail on a particular group concerned, rather than seek for common denominators. But at the first stage it is probably better not to overload the instrument envisaged, which is an attempt at an international regulation of the question on a general basis. The object is to highlight the importance of adult education for the satisfaction of individual aspirations and the development of societies, to identify possible solutions to the basic problems, institutional or otherwise, which arise for adult education in current contexts and, lastly, to spread understanding of how and to what extent the development of adult education, as part of a regeneration of education systems, can help to make lifelong education a reality as well as contributing to the implementation of policies in that respect.

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ANNEX I

PRELIMINARY DRAFT RECOMMENDATION

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PRELIMINARY DRAFT RECOMMENDATION ON THE DEVELOPMENT OF ADULT EDUCATION

The General Conference of the United Nations Educational, Scientific and Cultural Organization, meeting in Nairobi, Kenya from 25 October to 30 November 1976, at its nineteenth session,

Recalling the principles set forth in Article 26 and 27 of the Universal Declaration of Human Rights, defining, guaranteeing and specifying the right of everyone to education and to participate freely in the cultural, artistic and scientific life of the community,

Considering that the access of adults to education is a fundamental aspect of the right to education and a prerequisite to exercise of the right to participate in cultural, artistic and scientific life,

Considering that the rapid pace of technical, economic and social change requires that education be considered as a life-long process and that adult education has an essential place in such a process,

Considering that the development of adult education is necessary as a means of achieving a more rational and more equitable distribution of educational resources between young people and adults and of ensuring better understanding and more effective collaboration between the generations,

Convinced that adult education has a decisive contribution to make to the full development of the human personality, to the renewal of educational methods and the renovation of education systems and also to economic and cultural development and social progress,

Reaffirming that the attainment of this objective entails creating situations in which the adult is able to choose, from among a variety of forms of educational activity the objectives and content of which have been defined with his collaboration, those forms which meet his needs most closely and are most directly related to his interests,

Bearing in mind the diversity of modes of training and education throughout the world and the special problems peculiar to the countries whose education systems are as yet underdeveloped or insufficiently adapted to national needs,

Wishing to give effect to the conclusions, declarations and recommendations formulated by the second and third international conferences on adult education (Montreal 1960; Tokyo 1972),

Desirous of making a further contribution to putting into effect the principles set forth in the recommendations addressed by the International Conference on Public Education to the Ministries of Education concerning the access of women to education (Recommendation No. 34, 1952), facilities for education in rural areas (Recommendation No. 47, 1958) and literacy and adult education (Recommendation No. 58, 1965),

Taking note of the provisions of the Revised Recommendation concerning Technical and Vocational Education adopted by the General Conference at its eighteenth session (1974) and of resolution 3.426 adopted at the same session with a view to the adoption of an international instrument concerning action designed to ensure that the people at large have free democratic access to culture and an opportunity to take an active part in the cultural life of society,

Noting further that the International Labour Conference has adopted a number of instruments concerned with various aspects of adult education, and in particular the recommendation on vocational guidance (1949), the recommendation on vocational training in agriculture (1956), the recommendation on vocational training (1962) and the convention and recommendation concerning paid educational leave (1974), and that the same Conference, during its 59th session, approved conclusions with a view to the adoption in 1975 of one or more further instruments on vocational guidance and vocational training,

Having decided, at its eighteenth session, that adult education would be subject of a recommendation to Member States,

Adopts the present recommendation this ..... day of ..... 1976.

The General Conference recommends that Member States should apply the following provisions by taking whatever legislative or other steps may be required to give effect within their respective territories to the principles set forth in this Recommendation.

The General Conference recommends that Member States should bring this Recommendation to the attention of the authorities, departments or bodies responsible for adult education and also of the various organizations carrying out educational work for the benefit of adults, and of enterprises, trade union organizations, associations and other interested parties.

The General Conference recommends that Member States should report to it, at such dates and in such form as shall be determined by it, on the action taken by them in pursuance of this Recommendation.

I. DEFINITION

1. In this Recommendation, the term "adult education" denotes the entire body of organized educational processes whereby persons regarded as adult by the society to which they belong, and particularly persons already in employment or seeking employment, are enabled to develop their abilities, enrich their knowledge, improve their technical or professional qualifications and bring about changes in their attitudes or behaviour.

II. OBJECTIVES AND STRATEGY

2. Generally speaking, the aim of adult education should be to contribute to:

(a) developing the aptitude for acquiring, either individually or in groups, new knowledge, qualifications, attitudes or forms of behaviour conducive to the full flowering, unity and equilibrium of the personality;

(b) developing a critical understanding of major contemporary problems and social changes and the ability to play an active part in the progress of society with a view to achieving greater social justice;

(c) promoting increased awareness of, and giving effect to, all forms of solidarity, whether at the local, professional, national or international level;

(d) ensuring the individual's harmonious and effective incorporation into the world of work, and developing the ability to create, either individually or in groups, new material goods and new spiritual or aesthetic values;

(e) promoting increased awareness of the relationship between man and his physical and cultural environment, and fostering the desire to improve the environment and to respect and protect nature, the common heritage and public property;

(f) inculcating an understanding of and respect for the diversity of customs and cultures, on both the national and the international planes;

(g) developing the necessary discernment in using mass communication media, in particular radio, television, cinema and the press, and interpreting the various messages addressed to modern man by society.

3. Adult education should be based on the following principles:

(a) it should stimulate and sustain the interest of adults undergoing training, appeal to their experience and enlist their active participation at all stages of the educational process in which they are involved;

(b) it should adapt to each individual situation and take into account the personal characteristics of the adult undergoing training, his age, his social, occupational or residential background and the way in which these interrelate;

(c) it should seek the backing of the community to which the adult undergoing training belongs and involve it as extensively as possible in the educational process.

4. Each Member State should recognize adult education as a necessary and specific component of its education system and as a permanent element in its economic, social and cultural development policy; it should, consequently, promote the creation of structures, the preparation and implementation of programmes and the application of educational methods which meet the needs and aspirations of all categories of adults, without restriction on grounds of sex, race, geographical origin, age, social status, opinion, belief or prior educational standard.

5. Each Member State should, in particular, work towards ensuring the equality of access of girls and women to the entire range of adult education activities, including those which provide training for qualifications leading to activities or responsibilities which have hitherto been reserved for boys and men.

6. Measures should be taken with a view to promoting the access to adult education programmes of members of the most underprivileged groups, especially country people, whether settled or nomadic, illiterates, persons experiencing difficulties of social adjustment, young people who have been unable to acquire an adequate standard of general education or a qualification, persons suffering from a physical or mental handicap, migrant workers and refugees, unemployed workers and old people.

7. The objectives of adult education policy should be incorporated in national development plans; they should be defined in relation to the overall objectives of education policy and of economic, social and cultural development policy.

8. Measures should be taken to ensure that the public authorities, institutions or bodies engaged in education, voluntary associations, workers' and employers' organizations and users are associated in the task of defining and giving effect to these objectives.

9. Adult education and other forms of education, particularly school and higher education and initial vocational training, should not be conceived or organized as separate systems but as components of equal importance in an integrated and differentiated education system meeting the requirements of life-long education.

10. It should be recognized that although in a given situation or for a given period, adult education may play a compensatory rôle, it is not intended as a substitute for adequate youth education.

11. The place of adult education in each education system should be defined with a view to achieving:

(a) a rectification of the main inequalities in access to initial education and training, in particular inequalities based on age, sex, social position or social or geographical origin;

(b) greater flexibility in the division of human life as between periods of education and of work, and the alternation of such periods during the entire life span;

(c) recognition, and increased exploitation, of the actual or potential educational value of the adult's various experiences;

(d) the easy transfer from one kind, type or level of education to another;

(e) a greater interaction between the education system and its economic, social and cultural setting;

(f) a better return on education expenditure as regards its contribution to economic, social and cultural development.

12. Agrarian reform programmes, programmes for the modernization of agriculture, crafts or trade, industrial development programmes, programmes designed to combat poverty or to eliminate unwholesome living quarters, programmes to combat major endemic diseases or social evils and programmes for the development of hygiene and health (including nutrition) should necessarily include sub-programmes for adult education.

III. THE STRUCTURES OF ADULT EDUCATION

13. Member States should endeavour to ensure the establishment, maintenance and development of a network of bodies meeting the needs of adult education, whether explicitly stated or not, planned or otherwise; this network should be sufficiently diversified to meet the variety of educational situations and sufficiently flexible to adapt to their evolution.

14. Measures should be taken in order to:

(a) identify and anticipate educational needs capable of being satisfied through adult education programmes;

(b) make full use of existing educational facilities, including public libraries and museums, and create such facilities as may be lacking;

(c) make the necessary investments for the development of adult education: the training of training and organizational personnel, the production of equipment and the preparation of educational strategies and methods suitable for adults;

(d) encourage exchanges of experience and compile and disseminate statistical and other information on the strategies, structures, contents, methods and results, both quantitative and qualitative, of adult education;

(e) bring the existence and nature of adult education programmes to the attention of all potential beneficiaries, in particular the most disadvantaged, on a systematic basis, inform and counsel those wishing to participate and provide background information and encouragement for those who are hesitant about participating.

15. In order to achieve these objectives, recourse should be had not only to institutions and establishments whose primary concern is adult education but also to:

(a) school, university, cultural and scientific establishments, whether public or private, at all levels;

(b) mass information bodies: the press, radio and television;

(c) voluntary associations and consortia;

(d) professional, trade union and family organizations;

(e) commercial firms;

(f) educators, technicians or qualified experts working on an individual basis;

(g) any person or group of persons expressing the wish and who are in a position to make a useful contribution in this regard by virtue of their education, training, experience or professional or social activities.

16. Member States should encourage school and university establishments to participate on a broad basis in adult education programmes and in action designed to promote the development of such programmes, in particular by making available their own teaching staff, conducting research and training the necessary personnel.

17. There should be set up, at all levels, national, regional and local:

(a) structures or procedures for joint action and co-ordination between public authorities which are competent in the field of adult education;

(b) structures or procedures for consultation, joint action and harmonization between the said public authorities, the representatives of adults undergoing training and the entire range of bodies carrying out adult education programmes or activities designed to promote the development of such programmes.

It should be among the principal functions of these structures to identify the objectives, to study the obstacles encountered, to propose and, where appropriate, carry out the measures necessary for implementation of the adult education policy and to evaluate the progress made.

18. There should be set up at national level, and, where appropriate, at regional level, structures for joint action and co-operation between the public authorities and bodies responsible for adult education on the one hand and the public or private bodies responsible for radio and television on the other.

It should be among the principal functions of these structures to study, propose and, where appropriate, carry out measures designed to:

(a) set aside an adequate proportion of broadcasting time for education programmes;

(b) promote the objectivity and educational qualities of programmes as a whole;

(c) establish a two-way flow of exchanges between those responsible for or those professionally engaged in educational programmes broadcast by radio or television and the groups at which they are aimed.

19. Arrangements should be made to ensure, on a regular basis, the necessary funds for adult education programmes and education designed to promote the development of such programmes; it should be recognized that the public authorities and employers have to contribute to these funds to an extent commensurate with their respective responsibilities and in accordance with the nature of the programmes in question.

20. Member States should allocate to adult education a percentage of public funds, and particularly of public funds earmarked for education, matching the importance of such education to society.

21. Member States should ensure that the public authorities:

(a) encourage, by laying down an appropriate legal and financial framework, the creation and development of adult education associations and consortia on a voluntary and administratively independent basis;

(b) provide non-governmental bodies participating in adult education programmes, or in action designed to promote such programmes, in particular under contract, with the technical or financial resources enabling them to carry out their task;

(c) see that such non-governmental bodies, enjoy the freedom of opinion and the technical and educational autonomy which are necessary in order to give effect to the principles set forth in paragraph 2 above;

(d) take approprite measures to ensure the educational and technical efficiency of programmes or action conducted by profit-making bodies or bodies in receipt of contributions from public funds.

22. Lack of funds should not be an obstacle to the participation of interested parties in adult education programmes. The participation of members of underprivileged social groups should, in all circumstances, be free of charge.

IV. CONTENT OF ADULT EDUCATION

23. Adult education activities should cover all fields of life and knowledge and be addressed to people whatever their level of achievement. In particular, they should relate to:

(a) elementary education;

(b) hygiene, health, the upbringing of children, household management, consumer education;

(c) knowledge of nature and the environment;

(d) technical and vocational training, further training and retraining;

(e) human rights and means of ensuring their exercise;

(f) the major problems of the modern world;

(g) civic, political, trade union and co-operative education;

(h) the natural sciences, social sciences and humanities;

(i) education for cultural development and for artistic creation;

(j) physical and sports education.

24. Civic, political, trade union and co-operative education activities should be aimed particularly towards developing independent and critical judgement and implanting or enhancing the necessary abilities for participation in the management of social affairs at all levels.

25. Technical and vocational education activities should emphasize the acquisition of qualifications which are sufficiently broad to allow of subsequent changes of occupation and should combine general education and a preparation for working life.

26. Activities designed to promote cultural development and artistic creation should provide training in the appreciation of existing cultural and artistic values and works and, at the same time, should aim to promote the creation of new values and new works, by releasing the expressive capabilities inherent in each individual or group.

27. As far as settled or nomadic rural populations are concerned, adult education activities should be designed in particular to:

(a) enable them to use technical procedures and methods of individual or joint work likely to improve their standard of living without obliging them to forego their own values;

(b) put an end to the isolation of individuals or groups;

(c) prepare individuals or groups of individuals who are obliged to leave their homes, despite the efforts designed to halt the depopulation of the countryside, for a change in their way of life or for a new field of activity.

28. With regard to such persons or groups as have remained illiterate or are experiencing difficulty in adjusting to society because of the slenderness of their resources, their limited education or their restricted participation in community life, adult education activities should be designed, in particular, not only to enable them to acquire basic knowledge (reading, writing, arithmetic, basic understanding of natural and social phenomena), but also to make it easier for them to engage in productive work, to promote their self-awareness and their grasp of the problems of hygiene, health, household management and the upbringing of children and to enhance their autonomy and increase their participation in community life.

29. With regard to young people who have been unable to acquire an adequate standard of general education or a qualification, adult education activities should, in particular, enable them to acquire additional general education with a view to developing their ability to understand the problems of society and shoulder social responsibilities and gaining access to the vocational training which is necessary for the exercise of an occupational activity.

30. With regard to the physically or mentally handicapped, adult education activities should be designed, in particular, to restore or offset the physical or mental capacities which have been impaired or lost as a result of their handicap, and to provide them with the technical or professional qualifications required for the exercise of an occupational activity compatible with their handicap.

31. With regard to migrant workers and refugees, adult education activities should enable them, in particular, to acquire the linguistic and general knowledge as well as the technical or professional qualifications necessary for their temporary or

permanent assimilation in the society of the host country and, where appropriate, their reassimilation in the society of their country of origin.

32. With regard to unemployed workers, adult education activities should be designed, in particular, to adapt or modify their technical or professional qualification with a view to enabling them to return to employment.

33. With regard to the aged, adult education activities should be designed, in particular:

(a) to provide a grounding in the problems facing retired people and in ways of dealing with such problems, for the benefit of those who are on the point of leaving working life;

(b) to enable those who have left working life to retain their physical and intellectual faculties and to continue to participate in community life and also to give them access to fields of knowledge or types of activity which have not been open to them during their working life.

V. METHODS OF ADULT EDUCATION AND RESEARCH

34. Participation in an adult education programme should of necessity be a voluntary matter.

35. Participation in an adult education programme should be subject only to the ability to follow the course of training provided and not to any (upper) age limit or any condition concerning the possession of a diploma or qualification; any aptitude tests on the basis of which a selection might be made if necessary should be adapted to the various categories of candidates taking such tests.

36. Adult education methods should take account of:

(a) the experience gained by the adult in the exercise of his family, social and occupational responsibilities;

(b) the family, social or occupational obligations borne by the adult and the fatigue and impaired alertness which may result from them;

(c) the special characteristics of the adult's learning process.

37. Adult education programmes for the improvement of technical or professional qualifications should, as a general rule, be organized during working time and, in the case of seasonal work, during the slack season.

38. In order to encourage the broadest possible participation in adult education, the programmes should include one or more of the following:

(a) remote teaching programmes such as correspondence courses and radio or television broadcasts, the intended recipients of such programmes being invited to form groups with a view to working or listening together (such groups should receive appropriate pedagogical support);

(b) programmes launched by mobile units;

(c) self-teaching programmes.

The various services which public libraries are able to put at the disposal of adults undergoing training should be developed on a systematic basis.

39. It should be possible to acquire certain forms of training or qualifications through intermittent participation in education activities leading to the award of credits which can be accrued and/or entered in an individual student's "course record book".

40. In general, adult education activities should include the following phases, whether consecutive or otherwise:

(a) background information;

(b) compilation of requests and assistance in formulating requests or identifying needs;

(c) definition of objectives;

(d) finalization of the programme and of materials;

(e) the course itself;

(f) evaluation.

Adult education activities, and, in particular, activities concerned with pre-literacy or literacy work or programmes intended for persons having a low level of education attainment, should include a "follow-up" phase designed, through various means such as educational radio or television programmes, group study sessions, etc., to ensure that what has been learnt during such activities is consolidated and extended.

41. Relations between the adult undergoing training and the adult education teacher should be established on a basis of mutual respect and co-operation.

42. The methods used in adult education should not appeal to a competitive spirit but should develop in the adults undergoing training a shared sense of purpose and habits of participation, mutual help, collaboration and team work.

43. Teaching materials (textbooks, audio-visual equipment, etc.) for adult education should be prepared with a view to the categories of persons for whom they are intended and with their assistance; in so far as this is possible, they should be adapted to each specific situation.

44. The premises used for adult education need not necessarily be used for that exclusive purpose but may also be multipurpose or integrated facilities or premises generally used or capable of being used for other purposes — in particular, school, university and scientific establishments, social, cultural or socio-cultural centres, clubs, workshops or open air sites.

45. Particular emphasis should be placed on adult education activities of concern to an entire social or geographical entity or, failing that, action (or institutions) of concern to a diversified audience (children as well as adults; those who are employed as well as those who are not employed).

46. Member States should initiate, promote and support research concerning adult education and, in particular, research on:

(a) incentives and obstables to learning;

(b) the adult's learning process;

(c) the processes through which and ways in which knowledge is acquired, in particular among populations without previous education;

(d) processes of interpersonal and mass communication;

(e) teaching aids;

(f) evaluation of the effectiveness of training;

(g) the socio-economic aspect of adult education;

(h) the assessment and adjustment of supply and demand with regard to adult education facilities.

The corresponding research programmes should be carried out by universities, adult education bodies and research bodies.

VI. TRAINING AND STATUS OF PERSONS ENGAGED IN ADULT EDUCATION WORK

47. It should be recognized that adult education requires the participation of persons possessing the necessary qualifications. It follows that persons responsible for taking part in the preparation and implementation of adult education programmes should be adequately trained and that their knowledge and skills should be periodically updated.

48. Measures should be taken in order to secure the recruitment and training of:

(a) educators specializing in adult education at all levels;

(b) specialists in the planning and administration of adult education;

(c) personnel competent to give advice and guidance to adults on educational matters;

(d) specialists in the use of mass communication media and audio-visual media for adult education;

(e) specialists in group leadership and activities.

49. Measures should also be taken in order to make highly qualified specialists aware of the problems of adult education with a view to securing their participation in carrying out research on this subject, in training adult education teachers and in promotional work, either direct or indirect, in regard to adult education programmes.

50. Measures should be taken to enable anyone capable of acquiring the necessary skills to take part in the preparation and implementation of adult education programmes. In addition to those who are principally occupied with adult education activities, the following categories of persons in particular have a potential rôle to play in this regard.

(a) teachers, whatever may be the level and nature of their teaching activities;

(b) those employed in the field of mass communications, whether in a position of authority or otherwise;

(c) community and rural development leaders;

(d) persons engaged in the popularization of science and in organizing cultural and sporting activities;

(e) social workers;

(f) those responsible at all levels for voluntary organizations;

(g) technicians and qualified experts.

51. Theoretical and practical training on the problems and methods of adult education should, as appropriate and at the various levels, relate to:

(a) the principles of economic and social development, as it bears on adult education;

(b) systems of education;

(c) the methodology of situational analysis;

(d) the planning, organization and management of educational activities;

(e) the specific characteristics of the learning process in adults;

(f) traditional and modern techniques, methods and facilities for promotional work;

(g) the introduction of teaching aids.

52. Persons habitually employed in adult education work should not be offered less favourable remuneration and opportunities for promotion than those available to the members of comparable professions. Persons engaging from time to time in adult education work should be able to do so without detriment to their remuneration or promotion either in such work or in their main occupation.

VII. RELATIONS BETWEEN ADULT EDUCATION AND YOUTH EDUCATION

53. The education of young people should progressively be oriented towards life-long education, taking into account the experience gained in regard to adult education, with a view to preparing young people, whatever their social origins, to take part in adult education.

To this end, measures should be taken with a view to:

(a) democratizing access to all levels of education and training;

(b) removing the barriers between disciplines and also between types and levels of education;

(c) modifying school and training syllabuses with a view to maintaining and stimulating intellectual curiosity, and also placing greater emphasis, alongside the acquisition of knowledge, on the development of aptitudes and the acquisition of conscious attitudes and patterns of behaviour;

(d) rendering school, university and training establishments increasingly open to their economic and social environment and linking education and work more firmly together;

(e) informing young people who leave full-time education or initial training of the opportunities offered by adult education.

54. In cases where a training course organized as part of adult education leads to the acquisition of a qualification in respect of which a diploma or certificate is awarded when the qualification is acquired through study in school or university, such training should be recognized by the award of a diploma or certificate having equal status. Adult education programmes which do not lead to the acquisition of a qualification similar to those in respect of which a diploma or certificate is awarded should, in appropriate cases, be recognized by the award of a training certificate.

VIII. THE RELATIONS BETWEEN ADULT EDUCATION AND WORK

55. In order to promote the participation of persons of modest means, whether wage-earners or otherwise, in adult education programmes, not only by reducing the constraints to which they are subject but also by providing them with the opportunity of using in their work the knowledge, qualifications or aptitudes which adult education programmes are designed to make available to them, measures should be taken:

(a) to improve working conditions and, in particular, to alleviate the arduous character of work and reduce and adjust working hours;

(b) to promote the granting of study leave during working time, without loss of remuneration or subject to the payment of compensatory remuneration and payments for the purpose of offsetting the cost of the education received;

(c) to offer comparable facilities to non-wage-earners of limited means.

56. Member States should encourage or facilitate the inclusion in collective labour agreements of clauses bearing on adult education, and in particular clauses stipulating:

(a) the nature of the material possibilities and financial benefits extended to employees, and in particular those employed in sectors where rapid technological change is taking place or those threatened with being laid off, with a view to their participation in adult education programmes;

(b) the manner in which technical or professional qualifications acquired through adult education are taken into account in determining the employment category and in establishing the level of remuneration.

57. Member States should also invite firms:

(a) to anticipate and publicize, by level and type of qualification, their skilled manpower requirements and the methods of recruitment which are envisaged to meet such needs;

(b) to organize or develop a recruitment system such as will encourage their employees to seek to improve their occupational qualifications.

58. In connexion with adult training programmes organized by a firm for its staff, Member States should ensure that employees who are accepted for such courses:

(a) are chosen in consultation with the workers' representative bodies;

(b) receive a certificate of training or paper qualification on completion of the programme enabling them to satisfy third parties that they have completed a given training course or received a given qualification.

59. Measures should be taken with a view to promoting the participation of adults belonging to labouring, agricultural or craft communities in the implementation of adult education programmes intended for such communities; to this end they should be granted special facilities.

IX. INTERNATIONAL CO-OPERATION

60. Member States should strengthen their co-operation, whether on a bilateral or multilateral basis, with a view to promoting the development of adult education and the improvement of its content and methods.

To this end, they should endeavour to incorporate specific clauses bearing on adult education in international agreements concerned with co-operation in the fields of education, science and culture.

61. Member States should put their experience with regard to adult education at the disposal of other Member States by providing them with technical assistance and, in appropriate cases, with material or financial assistance.

They should systematically support adult education activities conducted in countries so wishing, through Unesco and through other international organizations, with a view to economic, social and cultural development in the countries concerned.

62. Measures should be taken at national, regional and international levels with a view to making regular exchanges of information and documentation on the strategies, structures, contents, methods and results of adult education and on relevant research.

These exchanges should be made on a systematic basis between countries facing the same problems and so placed as to be capable of applying the same solutions; to this end, meetings should be organized, in particular on a regional or sub-regional basis, with a view to publicizing relevant experiments and studying to what extent they are reproducible; similarly, joint machinery should be set up in order to ensure a better return on the research which is undertaken.

63. Measures should be taken with a view to the optimum dissemination and utilization of audio-visual equipment and materials. In particular, it would be appropriate:

(a) to adapt such dissemination and utilization to the various countries' social needs and conditions, bearing in mind their specific cultural characteristics and level of development;

(b) to remove the obstacles to such dissemination and utilization resulting from the regulations governing commercial or intellectual property.

64. In order to facilitate international co-operation, Members should apply to adult education the standards recommended at international level, in particular with regard to the presentation of statistical data.

ANNEX II

PARAGRAPH-BY-PARAGRAPH COMMENTARY

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PARAGRAPH-BY-PARAGRAPH COMMENTARY

1. The definition which is offered here:

   (a) is intentionally a neutral definition; it attaches no value judgements to the notion of adult or of adult education; it is not concerned with ultimate objectives;

   (b) is at the same time a positive and a negative definition; it is positive in that it makes use of the notion of "organized" processes; it is negative in that, as a consequence, it implicitly excludes vague influences which cannot be embodied in a policy.

2. The purpose of this paragraph is to clarify the objectives of adult education as identified in the preliminary report. It is intended to define not content, which is the subject of Part IV of the Recommendation (paragraphs 23 to 33), but ultimate goals.

3. The purpose of this paragraph is to spell out the fundamental approach of adult education, based on the participation of those concerned and recognition of the specific character of each situation and the important rôle played by the community.

4. The purpose of this paragraph is:

   (a) to define the relationship that must be established between adult education, on the one hand, and economic, social and cultural development policy, on the other; with regard to the education system, the point is made that adult education is not only part of the system but also a specific part of it;

   (b) to list the major categories of problems raised by the implementation of an adult education policy, thereby prefiguring the schema subsequently adopted;

   (c) to recall that an adult education policy must not entail discrimination.

5. This paragraph specifies the scope of the principle of non-discrimination, in so far as it relates to girls and women, and emphasizes the need for an active policy.

6. This paragraph also emphasizes the need for an active policy with regard to a number of disadvantaged social groups. These social groups are not all of equal importance; some occur in all countries, others mainly in developing countries and others again mainly in developed countries.

7. This paragraph affirms the need, in the context of planning activities, to take into account the objectives of adult education in themselves and also in relation to the objectives of education in general and of development policy.

8. This paragraph highlights the need for broad consultation with regard to the framing and implementation of an adult education policy.

9. This paragraph reaffirms and extends the idea set out in paragraph 4 concerning the place of adult education in education systems. It specifies the relationship between early education and adult education from four different angles:

   (a) non-separation;

   (b) differentiation;

   (c) equal importance;

   (d) complementarity with a view to life-long education.

10. The purpose of this paragraph is to recall that the various components of education systems should be developed harmoniously.

11. Education systems are of various kinds with the result that adult education, as the preliminary report mentions, will necessarily play a variable rôle and occupy a different place depending on the scope and performance of the education system. The purpose of this paragraph is to specify the elements on the basis of which this rôle and place may be defined.

12. This paragraph lists, in what is intended to be a fairly comprehensive manner, the types of development programmes which should include an adult education component.

13. This paragraph formulates, along the lines set out in the preliminary report, the need for flexible, diversified and adaptable structures.

14. This paragraph describes the various measures which need to be taken in order to provide adult education not only with structures for action but also with the accompanying structures necessary for the long-term development of such action.

15. This paragraph lists the bodies and persons having a part to play in carrying out the tasks outlined in the preceding paragraph.

16. This paragraph dwells on the need for enlisting the participation of school and university establishments in carrying out adult education programmes. In the main these are inferences drawn from the principles set forth in paragraphs 4 and 9. There does not seem to be any need to specify more precisely what form the required participation should take; it is clear that it would entail involvement in the tasks mentioned in paragraph 14.

17. This paragraph, which deals with the structures for co-operation and co-ordination, distinguishes between two different levels:

(a) the first concerns the relations between public authorities;

(b) the second concerns the relations between the public authorities on the one hand and non-governmental bodies on the other.

18. This paragraph deals with the relations which should be established between those responsible for adult education and those responsible for radio and television broadcasting. It specifies the measures which should be adopted as a means of ensuring that radio and television contribute effectively to adult education.

19. Apart from affirming the need for regular financing, this paragraph specifies that the public authorities and employers must participate in such financing in proportion to their respective responsibilities. This does not rule out other sources of finance but merely pinpoints the principal responsibilities in this regard.

20. This paragraph sets out the inferences to be drawn from paragraph 19 as far as the public authorities are concerned.

21. This paragraph is concerned with specifying the nature of the relations which must be established between the public authorities and non-governmental bodies engaged in adult education from the legal and financial point of view and from the point of view of liberties and technical and educational efficiency.

22. The purpose of this paragraph is to ensure that the adult is not obliged, on account of his limited financial means, to forego an education which would be useful to him. It proposes that adult education be made available without charge, at least to those who are poorest. It seems that this is essential if the objectives spelt out earlier are to be achieved.

23. This paragraph does not list ultimate goals, which were enumerated in paragraph 2, but content. Although it is possible to point out similarities between certain objectives in paragraph 2 and certain contents in paragraph 23, it is clear that each programme in paragraph 23, separately, should aim to achieve the sum total of the ultimate goals specified in paragraph 2.

24, 25 and 26. These paragraphs describe, in conformity with the guidelines set out in the preliminary report, the spirit in which certain of the programmes specified in paragraph 23 should be conceived and carried out.

27 to 33. These paragraphs define the main components of programmes which should be implemented for the benefit of the most disadvantaged sectors of the population.

34. The scope of the principle embodied in this paragraph, under which participation in an adult education programme should be voluntary, is to be understood in close relationship with the provisions of paragraph 14(e); fundamental as the rule of voluntary participation is, it does not exclude, and to some extent it even assumes, intensive work to provide background information and encouragement for persons who are reluctant to participate in an adult education programme because they feel they are inadequately prepared or because they do not clearly see the point.

35. The purpose of this paragraph is to emphasize that adult education must not be based on machinery for selection and exclusion but, on the contrary, must be as accessible as possible to all categories of adults who feel the need of training; while it is true that some types of training by reason of their purpose and characteristics, cannot usefully accommodate all applicants, admission requirements in such cases should not entail any explicit or implicit discrimination such as all too frequently occurs in the case of aptitude tests based on a particular culture.

36. The purpose of this paragraph is to specify the scope of the principles set forth in paragraph 3; the main characteristics of the individual situation of the adult undergoing training are, on the positive side, his experience and, on the negative side, the constraints to which he is subject; in more general terms, it would be arbitrary to identify certain features of the adult's learning process with those with which educators are already familiar through having observed them in children or adolescents.

37. This paragraph stipulates that in order to improve learning conditions and avoid overtiring the adult student, education programmes for the improvement of technical or professional qualifications should take place during working hours; furthermore, the observance of this principle is justified in terms of the effort which is required of any adult who is engaged in training activities and in terms of the advantages which are likely to accrue to the community.

38. This paragraph describes the types of programmes which, through being designed largely with an eye to the student's convenience, are most readily compatible with the exercise of an occupational activity or discharge of a social or family responsibility; it also specifies that remote teaching programmes, in order to be effective, should be the subject of accompanying action, without which the student is likely to feel isolated and discouraged and will, in any case, be unable to evaluate his progress.

39. This paragraph too seeks to make education programmes as convenient for the intended recipients as possible by allowing for the acquisition of a complete training by means of short, successive, interconnected courses leading ultimately to the same results as a single period of training; the article also introduces the idea of an individual student's course record book whereby the adult's different educational experiences can be entered in a single document, thus enabling him to keep a record of his training and, where appropriate, to secure recognition for it.

40. This paragraph is in keeping with the preliminary report in the emphasis which it places on the importance of not reducing education to the mere transmission of knowledge; it specifies the different stages one has normally to go through, consecutively or not from one's first contact with a specific population group till one is in a position to say that the programmes have achieved their aim. It recalls that adult education work should include a "follow-up" phase as a means of consolidating and extending what has been learnt.

41. This paragraph spells out the implications of the general principles set forth in paragraphs 4 and 36, with regard to the relationship between the educator and the adult undergoing training.

42. This paragraph spells out the implications, as far as the methods of education are concerned, of the importance attached to the community aspects of adult education and its rôle in promoting adult awareness and the development of all forms of solidarity.

43. This paragraph emphasizes that teaching materials or supporting equipment used for adult education should not as a general rule consist of standard items, used whatever the nature of the audience: the idea is not only not to use for adults material which was designed for children but also not to use for adults material which has been designed for other adults; as was already clear from paragraph 40(d), the preparation of teaching materials should be regarded, as far as possible, as a necessary stage in organizing any training activity.

44. This paragraph emphasizes the need, which had already been stressed in the preliminary report, of achieving the spatial integration of adult education in the environment which it aims to transform. The use of multipurpose facilities is no more than a specific instance of such integration; in many cases, "the natural environment" offers the best solution.

45. This paragraph, which, like a number of others, spells out the implications of recognizing the important rôle played by the community in the process of adult education, emphasizes that the community must for this purpose be seen as far as possible in terms of a totality; the interactions which arise in any learning situation may be used as a means of overcoming barriers separating age groups of population groups.

46. This paragraph enumerates the main fields on which adult education research policy should concentrate; it seems that such research should cover the socio-economic aspects of adult education as well as its strictly pedagogical aspects.

47. This paragraph recalls that the preparation and implementation of adult education programmes calls for a high degree of skill and that those taking part in it should therefore have been adequately trained.

48. This paragraph enumerates the main categories of adult education specialists who should be recruited and trained.

49. This paragraph calls for the creation of a body of high-level specialists who could contribute to research, the training of personnel and promotional work in regard to adult education programmes.

50. This paragraph recalls that, apart from the persons referred to in the preceding paragraphs, all adults are potential educators; it points out that this potential has no chance of being realized unless the adult is given encouragement, and spells out the various categories of persons who are particularly well suited, in view of their responsibilities and qualifications, to take part as educators or organizers in adult education programmes.

51. This paragraph enumerates the main elements which should be included in a programme for the training of adult education personnel.

52. The purpose of this paragraph is:

(a) to eliminate possible inequalities between the treatment accorded to persons employed on a full-time basis in adult education and the treatment given to members of comparable professions;

(b) to recall that safeguards need to be written into the relevant legislation if one is to make it possible to keep switching between work as an adult education teacher and the exercise of some other profession or responsibility.

53. This paragraph deals with matters on which a great deal more could be said but this would really provide the material for another recommendation concerning the readjustment of the structures and methods of formal education in the context of life-long education; it does not seem, however, that the present recommendation can afford to pass over the matter entirely without comment.

54. This paragraph refers to the problem of diplomas or certificates awarded both by schools and universities and by adult education; it is important that the diplomas awarded in respect of courses of training of a given standard should be of equal value, otherwise the prestige of adult education would be lower than that of conventional channels.

55. The problems of encouraging participation in adult education activities call for specific measures affecting the whole organization of working life; although it is probably not the business of Unesco to go into the details of such measures, it is desirable that it should indicate at least the main lines along which they should be directed.

56. This paragraph refers to two types of problem to which a solution ought to be found within the framework of collective labour agreements:

(a) there is little likelihood of greater participation by workers in adult education programmes if they are not encouraged to participate through adjustments in their working conditions;

(b) in view of the effort which is required of a worker who embarks on a training course, the terms on which he will be entitled to material recognition in respect of such training should be clearly defined; although it will not be possible to award such recognition in every case, the matter should not be left to chance circumstances or the discretion of employers.

57. This paragraph emphasizes the need for firms to contribute by their personnel policies to efforts which are made to plan manpower requirements and to improve occupational qualifications.

58. This paragraph recalls certain arrangements which should govern the access of workers to training and should make it easier for them to use the training which they have acquired if such training is provided on the initiative of the firm.

59. This paragraph refers to the desirability of enlisting in adult education the participation of persons belonging originally to the communities for which such education is intended.

60 - 62. These paragraphs spell out the necessity of strengthening international co-operation and promoting international solidarity in the field of adult education. They dwell on the need for a continuous exchange of information and specify the fields which such exchanges should cover and also the most appropriate levels; they intentionally emphasize the regional and sub-regional framework and suggest that joint machinery be set up at this level.

63. This paragraph raises two problems:

(a) the problem of the precautions which should be taken in disseminating and using the equipment and materials in question so as to ensure that the new opportunities which they are instrumental in making available in adult education really have the desired result;

(b) the problem of the difficulty of di..eminating audio-visual equipment and materials, owing to a number of restrictive regulations.

While it is true that the dissemination of this material must not be arbitrarily restricted, it is also true that it must not be arbitrarily encouraged, without reference to the feasibility of using it at local or national level; modern equipment and aids are useful only in so far as their use is properly dovetailed into an educational strategy adapted to the requirements of the community rather than existing as an extra, unassimilated factor.

64. This paragraph, which is included in the majority of international instruments, stresses the importance of harmonizing the standards used in different countries, particularly with regard to the presentation of statistical data.

②

CANADIAN REACTION

CANADIAN RESPONSE TO THE PROPOSED INTERNATIONAL INSTRUMENT ON THE DEVELOPMENT OF ADULT EDUCATION

Dear Mr. Director General:

Thank you for your letter of September, 1975 in which you invited this Commission's response to the proposed Instrument on the Development of Adult Education. During the past two months we have consulted both the governmental and non-governmental organizations within Canada who have an interest in this question. As a result of our detailed study of the document, we are now in a position to place before you for consideration several recommendations concerning important aspects of the proposed Instrument.

It is important to remember that the study of this document is another important step in the ongoing reflexion initiated by conferences, publications, seminars, mainly during the preparation period of the Tokyo Conference. We have made a detailed study of this instrument with this historical perspective in mind, and we convey our point of view on the aspects of this project of international recommendations which we feel to be the most important.

At the outset we wish to applaud the highly commendable initiatives of UNESCO in developing this draft Instrument. And we are in agreement with the general direction of the recommendations contained in the document. We are confident that this Instrument will be of significant value in the development of adult education on a world scale if it is approved at the 19th General Conference.

We wish, however, to suggest for your sympathetic consideration the following proposals to improve the document in several important areas:

A. *Significant implications of the Tokyo Conference and the Faure Report*

Taken as a whole the document does not appear to us to incorporate fully the principles established at the Tokyo Conference on Adult Education and in the International Commission on the Development of Education (Faure Report). In our view, there is a need to reconsider the text of the proposed instrument in order to reflect more adequately the concepts and positions reached by UNESCO at Tokyo and in the Faure Report and to integrate the major ideas from these documents within the present text — all resulting from UNESCO's initiative.

Specifically, we recommend that the following central concepts be more adequately incorporated into the proposed instrument: *first*, the central importance of the concept of 'democratization' and the creation of learning opportunities for all persons, and particularly, for socially disadvantaged groups; *second*, the emphasis upon the community dimension of education, beyond the immediate notion of individual learning which constitutes a tool for social, economic, political and cultural development (discussions at the Tokyo Conference made clear that "adult education can be regarded as an instrument with which to combat economic and cultural alienation and prepare the way for the emergence of a liberating, genuine national culture");[1] *third*, the importance of the concept of lifelong learning, which entails a recognition that the education of children and of adults should be seen in a larger perspective of reciprocal relationships between the school and the community, promoting community development.

B. *Structures and Financing of Adult Education*

Throughout the document, and in particular in section 3, there is a need to place more stress upon funding for adult education, since in most societies, without much more adequate funding, significant development of the potential of adult education will not be possible. We recommend that this section of the document be re-drawn to take account of the need to re-evaluate the distribution of educational budgets among the two sectors (initial and further education) and to reflect the importance both of augmenting the size of adult education budgets and diversifying sources of support for adult education.

Similarly, the document should emphasize the need for higher priority toward the development of adequate structures and institutions for adult education at both the governmental and non-governmental levels. Indeed, taking into account the dialectical relationship between basic education and strategies peculiar to adult education, how can the dynamics of change be initiated if adult education, in its most innovative and "specific" elements, does not benefit from autonomous institutional facilities for a significant period of time?

C. *The Definition of Adult Education*

The definition of adult education provided in the document is somewhat intimidating, leading to an overly-strict conception of adult learning throughout the text of the proposed Instrument. The definition specifies, with good reason, the notion of individual development and the importance of occupational training in the context of increasing productivity. In our opinion it is nonetheless necessary to develop further the concept of adult education in order to take into account autonomous learning, community development and the learning society.

Bearing in mind the major concepts developed by UNESCO in recent years in the field of adult education, the Instrument should take into account the various non-economic dimensions of adult learning in the context of community development. In addition to economic development, the instrument ought to emphasize socio-cultural development, that is to say, the quality of life of both individuals and the communities in a broad sense.

D. *Education and Work or Education and Development*

The overly strict interpretation of the definition of adult education is particularly evident in the second to last section of the instrument relating to education and work. Following as it does upon the section concerning the relation-

[1] Ed MD 37 Paragraph 28d)

ship between education of the young and adult education, this section should include reference to the larger question of education and social development of which education and work is only one dimension. As a result, there is a need in this section: 1) to emphasize the importance of paid educational leave for purposes other than merely occupational training, 2) to take account of out-of-school adult education agents beyond the confines of business enterprise, 3) to develop further the notion of the importance of the participation of affected populations in the educational programs designed to reach them, and finally, 4) to re-emphasize the important concept of 'development' evolved through the recommendations of the Tokyo Conference. This final point entails a greater emphasis in this section on programs of literacy and outreach to rural workers in the context of community development.

E. *International Cooperation*

The section on international cooperation would be strengthened considerably by inclusion of the following four points:

1. The benefits of inter-regional exchange and cooperation;
2. The importance of placing international cooperation towards the identification of new educational strategies in the context of 'reciprocity'.
3. The importance of the contribution of universities, cooperatives, trade unions, adult education associations and other non-governmental organizations in the field of international cooperation in adult education;
4. A firm statement that such international cooperation in the fields of information, research, and the exchange of innovative experience requires an adequate staff structure within UNESCO to support these initiatives. It is therefore important that paragraph 61 be amended in order to delineate the need for a more central role and, consequently, more substantial resources within UNESCO in order to respond and give leadership in this important area.

In addition to the five major points mentioned above we wish as well to put forward seven additional recommendations for consideration:

1. The final version of this document should place greater emphasis upon the rights and position of women in adult education. We recommend that the instrument be re-drafted to eliminate the existing masculine orientation; that the importance of 'child-rearing' be incorporated into the text (especially in the definition); and that references to discrimination based upon sex be expanded to include discrimination based upon marital status.
2. The excellent section 21 on voluntary organizations in adult education should be expanded by including the text of paragraph 59 from the document ED/MD/37, particularly the first sentence of that paragraph and the call for maintaining the autonomy of these organizations.
3. *Professionalization*

   In order to avoid unnecessary ambiguity concerning the professionalization of adult education, the document should distinguish clearly between the level of competence necessary in order to teach adults, and the dangerous tendency towards a monopoly of access by those who happen to possess certification. At the same time, the document should stress the importance of the continuing education of teachers of adults rather than certification.
4. In our view the proposed instrument has an unfortunate tendency to transpose the models and terminology of formal education to the different reality of adult education.
5. In the context of literacy programs the document should stress the importance in utilizing, to the extent possible, the languages of the country.
6. The importance attached in the documents to the notion of 'need' as a key concept for defining the content of training programs ought to be balanced by an awareness of social demand and a recognition that individual needs are often conditioned by the social context in which they arise.
7. In order to be consistent with the strong paragraphs in the proposed instrument concerning certification, it is necessary that the document include a statement on the importance of official recognition and certification of learning acquired outside of formal schooling.

It is our hope that these comments will be of use to you and your colleagues in the preparation of an instrument that will appeal to the support of all member states at the 19th session of the General Conference.